

## A. TASK FORCE RECOMMENDATIONS

The four Task Force subcommittees studied the issues surrounding entry/exit in their respective environments. Each subcommittee drafted a report explaining their findings and proposals for implementing an entry/exit system. The subcommittee reports are included in their entirety in Chapters Three, Four, Five, and Six of this report. Despite the differences in the environments of air, sea, southern land border, and northern land border POEs, there were common areas that each subcommittee explored and made proposals on, including the following:

- Facilities and infrastructure;
- Resources, personnel, and equipment;
- Cooperation and coordination;
- Enrolled low risk facilitation initiatives;
- Information technology systems;
- Quality of life, environmental, local impact;
- Entry and exit;
- Documentary requirements; and
- Miscellaneous.

The DMIA Task Force members agreed in principle and reached consensus on all nine general recommendations, although there are some areas in the 39 supporting subcommittee proposals where there are differing opinions. The overall recommendations of the Task Force are provided below followed by the specific supporting proposals presented by each subcommittee.

1. **Facilities and Infrastructure: Appropriate funding levels should be established and adequate funding provided for the facilities and infrastructure necessary for development of an entry/exit system and to address increased growth in traffic across the nation's borders.**

**Where applicable, the use of existing space and infrastructure both domestic and foreign, should be maximized, including the sharing of facilities among agencies. All possible Port-of-Entry (POE) scenarios and configurations should be employed.**

2. **Resources, Personnel, and Equipment: Provide adequate staffing to effectively operate POEs and efficiently implement and manage entry/exit systems and processes.**

3. **Cooperation and Coordination:** The entry/exit system should be developed and implemented in cooperation and coordination with foreign governments and other stakeholders.

U.S. government must uniformly apply inspection policy such that inspection procedures are consistent in their respective POE environment.

4. **Enrolled, Low Risk Facilitation Initiatives:** The U.S. government should expand the use of initiatives to facilitate the entry/exit of known low-risk traffic.

5. **Information Technology Systems:** The U.S. government must identify information technology, including biometrics, to enhance border security systems and facilitate cross border traffic. The technology should be interoperable with all federal, state, and local law enforcement agencies.

6. **Quality of Life, Environmental, Local Impact:** The development and the implementation of the entry/exit system should enhance the quality of life in affected communities in such areas as the environment, trade and tourism.

7. **Entry and Exit:** The entry/exit system should include and enhance current inspection processes so that required arrival and departure data is collected only once by the U.S. Government and disseminated to appropriate users.

As part of the entry/exit development process the U.S. Government, in coordination with stakeholders, must conduct pilot programs prior to full deployment to determine their impacts measured against pre-established benchmarks.

8. **Documentary Requirements:** If changes to documentary requirements are proposed, the U.S. government must consult with affected stakeholders, in particular local communities, state and local governments and the private sector, concerning the impact of such changes on the environment; security; legitimate trade, commerce, travel; and foreign relations.

The U.S. government should continue to work in conjunction with industry and other governments to develop more secure documents which facilitate travel, particularly as technology evolves and biometrics play a larger role.

9. **Miscellaneous:** As the entry/exit requirements develop into an electronic collection format, it is imperative to ensure compliance with current data collection requirements and continue to provide necessary travel statistics.

As the entry/exit requirements change for the U.S., it is imperative that an effective coordinated communications outreach program be developed to ensure not only the compliance of the traveler but also a proactive message from government and industry to explain any new procedures so as not to hamper travel and commerce to the U.S.

## B. SUPPORTING SUBCOMMITTEE PROPOSALS

### Airport Subcommittee Proposals

1. Government agencies should continue to use and expand upon available electronic data sharing capabilities to capture the mandated information, thereby ensuring more accurate data as the efforts move toward the elimination of the paper I-94 arrival/departure record and development and implementation of electronic arrival/departure record.
2. Continue use of APIS and modifications necessary to meet changing entry and exit requirements.
3. Processing of travelers will continue to be done in an efficient, professional, and courteous manner.
4. As the entry/exit requirements change for the U.S., it is imperative that an effective coordinated communications outreach program be developed to ensure not only the compliance of the traveler but also a proactive message from government and industry to explain any new procedures so as not to hamper travel and commerce to the U.S.
5. As the entry/exit requirements develop into an electronic collection format, it is imperative to ensure compliance with current data requirements and continue to provide necessary travel statistics.
6. There should be a coordinated effort between INS, TSA and other FIS agencies, airports, and air carriers, to utilize existing space, technologies, equipment and resources within the airport to allow for an integrated entry/exit system.
7. The airport subcommittee proposes a “passenger entry/exit” plan that will make use of a Board or Don’t Board boarding pass.
8. A redundant and secure system should be developed for the continuation of traveler processing if databases or computer systems become inoperable.

9. U.S. Congress, through general appropriations should release funding to the INS and/or the nation's airports to allow for modifications to existing airport infrastructures, which will allow for a successful integration of the entry/exit system.

### **Seaport Subcommittee Proposals**

10. Do not impose new visa requirements on crewmembers and continue the current policy on D-1 visa issuance wherein every crew is not required to have a visa before they embark on a vessel traveling to the U.S. **(Industry only proposal)**.
11. Explore the possibility that the proposed International Seafarer Identification Documents being developed by the IMO and ILO will contain enough information to satisfy the requirements for US visa issuance.
12. All electronic transmissions of crew member and passenger information should go to a central government repository using one, single electronic data transmission system from which the various government agencies can obtain the data needed for the individual agency to fulfill its statutory and regulatory tasks and functions.
13. Advance, electronic transmission of passenger and crewmember manifest information should be a nationally applicable standardized requirement that cannot be deviated from: Timeframe, content, medium, and number of occurrences.
14. The U.S. government should work with the industry to use the crew member manifest information currently provide electronically to the Coast Guard as part of the 96 hour Notice of Arrival prior to the vessel entering its first U.S. port of call.
15. Explore modifications to the traditional one-to-one inspection.
  - Lack of sufficient INS personnel, volume of paperwork, overtime constraints, limited availability of inspection resources for multiple cruise and cargo vessels arriving at port at the same time.
  - Emphasize the need to allow for flexibility to differentiate between low-risk and high-risk.
16. The U.S. government will continue to consider impact of decisions on U.S. commerce.
  - Both the cargo and cruise industry make business decisions based on streamlining government processes that could impact commerce.
17. The U. S. government must uniformly apply inspection policy such that inspection procedures are consistent at every U.S. seaport.
18. The U.S. government should invest in technology to ensure that it has access to the data they require during the course of inspection. With the accessibility and affordability of portable communications, including wireless database access, delays in processing should be kept to an absolute minimum.

19. Inspections should be done in a systems-oriented rather than data-oriented approach.
20. The Seaport Subcommittee proposes the continued and expanded use of APIS (Advance Passenger Information System). Using advance electronically submitted passenger and crewmember information, the U.S. government should institute an efficient and focused pre-screening of crewmembers and passengers for arrival and departure.
21. Encourage and fund the development/expansion of enrolled low-risk, high frequency traveler and cargo systems.
22. The U.S. government should continue to work with the port authority to make better use of existing facilities and share these facilities with all relevant agencies when practical. The subcommittee strongly endorses the concept of dual-use facilities where practical and to eliminate requirements for unnecessary or excessive conveniences.

### **Northern Land Border Subcommittee Proposals**

23. Encourage and fund the development/expansion of enrolled low-risk, high frequency traveler and cargo systems.
  - The subcommittee recommends expanding and moving forward with pre-enrollment and pre-clearance programs for low-risk and/or high frequency passengers and cargo in addition to any developments for an entry/exit system.
  - The entry/exit system should be developed with the cooperation of all appropriate agencies and coordination with other initiatives being undertaken under the Smart Border 30-point accord with Canada including both passengers and cargo initiatives.
24. Necessity of Using Canada’s Electronic Primary Inspection Entry as a U.S. Exit data Collection Tracking Point.
  - The Northern Land Border Subcommittee recommends undertaking an agreement with Canada that would allow Canada’s entry primary inspection to serve as our exit data collection point.
  - In many places along the U.S.-Canada border, the building of “exit booths” at the actual ports would be economically infeasible due to space and other factors and would adversely impact legitimate trade, travel, and commerce.
25. Canadian Document Issues and Special Consideration.
  - The Northern Land Border Subcommittee strongly believes that it is in the U.S. best interest to engage Canada as a full partner in securing our mutual border. Changing Canadian documentary requirements has the potential to undermine that partnership and should be explored only in a joint setting.
  - The long standing documentary waivers for Canadian citizens should be continued in the context of the entry/exit system.

26. Consideration for Biometric Technology and Systems Integration.
  - The subcommittee supports the capture of multiple biometrics in a single document as appropriate.
27. Serious consideration should also be given to developing effective data-sharing, communication and cooperation protocols to address the critically important need to fully integrate local and state officials and operations into the process.

### **Southern Land Border Subcommittee Proposals**

28. U.S. citizens should be encouraged to voluntarily secure appropriate documentation for proof of citizenship, the best current document being a U.S. passport.
29. Explore the feasibility and effectiveness of adding additional data fields to IBIS to check the identification of individuals at the POE so that the inputting of the data will actually generate an entry record in the NIIS.
30. Continue to encourage use of bicycles, where practical and safe, to cross the border as it reduces the number of vehicles in and around the port of entry and it is an environmentally friendly mode of transportation.
31. Document readers to read machine-readable documents should be installed at every passenger and commercial primary booth.
32. The opportunity exists for the Task Force and the Entry Exit Project Team to design and implement an entry-exit system that actually enhances the entry process and establishes an effective and efficient entry/exit process.
  - In the absence of a system that allows the recording of arrivals in a fast, secure and effective manner, any recording that requires the manual entry of the arrival of all visitors into the U.S. will cause tremendous delays for the passenger and commercial vehicular inspections and recording process. The lack of an entry record for a large number of visitors to the U.S. presents a significant challenge for the design and implementation of an entry/exit system.

33. The “next generation SENTRI” must be developed and deployed one that tracks individuals regardless of the vehicle they are riding.
  - Encourage frequent border crossers to register in “SENTRI/NEXUS-like” programs, including the use of the card for other modes of transportation, including pedestrian traffic.
  - Install touch-screen monitors at SENTRI lanes, thus when the pictures of the individuals appear on the screen, the inspector can just touch the picture on the screen and thus create an entry record for that individual.
  - The necessary resources should be deployed to account for the growth in applicants in these programs from the processing of applications, the necessary background searches, interviews, inspection of vehicles, issuance of permits and tracking of permit holders and their renewals.
34. The use of “SENTRI/NEXUS-like” technology that would permit FIS personnel to clearly record the entry of drivers permitted to enter the U.S. using a particular truck should be used. Encourage and fund the development/expansion of enrolled low-risk, high-frequency traveler and cargo systems.
35. The entry/exit system must consider the quality of life for the people who live in the border regions. Further delays of traffic would be detrimental to their livelihood and their environment, i.e. fumes emitted from cars and trucks, inadequate access infrastructure, long lines and safety hazards.
36. Design and implementation of an entry/exit system should be in consultation with Mexico and Canada to the extent possible.
37. The U.S. government should establish advisory boards on a go-forward basis to ensure constant working dialogue with other agencies, state and local government and the private sector.
38. Design and implementation of an entry/exit system should address the legal requirements for privacy and data collection and include the ability for individuals to correct erroneous information.
39. Imposing controls on to our already overburdened border facilities will further choke legitimate trade and travel. This requires consideration of new approaches to the creation of POE’s, ports of exit, and even the creation of possible special purpose ports of entry and exit. Considerable amount of study must be done on a port-by-port and a community-by-community basis to make a determination of what configurations may be the most appropriate.

## **Conclusion**

The Task Force recommendations are universally applicable to all types of POEs, while the supporting subcommittee proposals address the specific needs of their particular environment (air, sea, northern border, and southern border). Each subcommittee includes extensive background information and supporting explanations for their proposals in their reports. The subcommittee findings follow in their entirety in Chapters 3, 4, 5, and 6.